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## DEPARTMENT OF PHILANTHROPY, CHARITIES, AND SOCIAL PROBLEMS

**Juvenile Courts and Social Work in Rural Districts of the Central West.** In the prairie states of the central west charitable and social work is but in its beginnings. Up to within recent years there has been much cheap land near at hand, and the leading industry has been agriculture in mostly its extensive rather than its intensive type. As a consequence of this the social problems outside of religious, educational and political matters, have been rather limited. There has been no submerged tenth that was considered necessary to be lifted to a higher social and industrial plane. The movements for human uplift have been mostly along religious, industrial and educational lines. Of late years, however, as the population of the rural districts in Iowa, Minnesota, Wisconsin, Illinois and other central western states has increased, as land values have risen, as manufacturing and railroad centers have developed, the need for efficient social work has been manifesting itself plainly. In cities of from five to fifty thousand inhabitants there are problems for solution that in a small way are as complex as those in the large cities like New York and Philadelphia.

The greatest of these problems in the west is to nurture, to educate and to train the children so as to insure happy, healthy and morally worthy children. In addition to these elements of character, capability, efficiency and success as to the results which they are to accomplish socially and industrially must be developed.

The investigation of juvenile crime in many western states proves that in small towns and cities there is great necessity for much to be done. A strong movement should be made for the saving of children instead of waiting for the time when they must be *reformed*. The coming generation should be saved and not reformed. If one studies the police records he will find that there is an appalling development of evil tendencies. There is no more alarming fact than the development of crime among children. Of course, these criminal tendencies are a product of our civilization. The modern industrial movement is having its evil results as well as its good results in the so-called agricultural states. The problem of dealing with the boy or girl of the small city when not in school or when not actively employed is very serious and demands solution.

The school children during the long summer vacation fall into evil ways because they are thrown into idleness. The small city, which is usually heavily bonded for its water works system, lighting plant, school buildings, paving and other improvements, is unable to furnish supervised playgrounds, public baths, gymnasiums and parks for amusements. The children of those of moderate means and of the poor must shift for places

of amusement as best they can. As a result of this lack and the inability and disinclination to establish vacation schools of any kind whatsoever, many children spend their time in absolute idleness. In the case of those children coming from homes of low moral environment there is a constant deterioration in morals and a drifting of many into the incorrigible class.

There is considerable degeneracy in many homes of the laboring classes owing to the industrial conditions. Many of the western towns are becoming small manufacturing centers. Mothers and children are working away from home. There are many consequent violations of the child labor laws. With these people the home has degenerated into a place where the family eats and sleeps and where they all stay as little as possible.

There is child degeneracy not alone in the homes of the laboring people. Too frequently is the father a parent *in absentia*. He is so thoroughly devoted to his profession, business or trade, that he has no time for loving, training and knowing his children. Too generally the mother is overwhelmed with domestic duties, or, if her means are such that she may have servants, she has numerous clubs to attend, a variety of organizations requiring support by her presence, and an extensive social life to keep up. As a result she has too little time to devote to her children. With all of these factors in civic and domestic life operating, such parents do not take sufficient time to devote to their children. As a result the influence of the street at an early age becomes predominant, and vice springs forth abundantly. At an early age careers of dissipation and crime are begun, which end all too disastrously for the state, the individual and his family. As a check to these tendencies toward social evils several attempts have been made to institute means of prevention and reform.

Within the last decade marked efforts have been made toward the institution of juvenile courts, compulsory education, modernized industrial schools for boys and girls, orphan asylums, schools for the defectives and charitable organizations supported by voluntary contributions.

In the institution of juvenile courts the Iowa law may be taken as a type. It is a law that has been upon the statute books for only a few years, yet in all the small cities and rural communities, where they have taken advantage of it, it has proved a source of much benefit to boys and girls that might otherwise have grown up in crime and become a dependence upon society either as criminals or vagrants.

The Judge of the District Court has jurisdiction over all juvenile matters that may be brought before him. The aim of the law is to avoid incarcerating youthful criminals with the older confirmed criminals that are confined in the county and city jails and to avoid public trials that brand them as criminals. Any one may make a complaint before the court in regard to any boy who lacks competent parental care at home, who is an incorrigible, who is constantly loafing about railroad yards, or about saloons, billiard halls or any place of disrepute. The compulsory education law is so framed that it supplements the provisions of the juvenile court law

very effectively. According to the provisions of the former all children between the ages of seven and fourteen must attend school for at least sixteen consecutive weeks during the school year, such term of attendance not to commence later than December 1st. Frequently it so happens that parents when brought before the justice court for violations of the compulsory educational law will enter a plea of defence that they are unable to control the child, and as a result are unable to secure his attendance at school. Such an admission at once in the eyes of the law makes the child either an incorrigible or it shows a lack of proper parental treatment at home. This makes him liable to the operation of the court for juveniles. Many times in certain communities this situation has arisen and has been acted upon with great benefit to those concerned. In connection with the juvenile court there is appointed a probation officer. Frequently the court, after consultation with the parents and with the child brought before him, will refrain from sending the child to the reformatory and permit his education at home under the surveillance of the probation officer, providing the parents will make reports to him from time to time concerning the child's work at school and the way he spends his time when out of school. He is also forbidden to loaf about the streets or about resorts of doubtful character. In many cases this has been sufficient to arouse the parents to greater diligence and to awaken in the boy or girl efforts for a better life. The court has been known to appoint in particular instances, where they show a sustaining and aiding interest in the reclaiming of the child, one of the parents as the probation officer. It has frequently been very successful as to its results. This procedure in a way gives the parent the law as a club to bring about obedience. Now and then, however, the probation officer finds it necessary after a time to recommend to the court that a boy or girl be sent to one of the industrial or so-called reform schools conducted by the state. The institution of the juvenile court has appeared not only as a social good immediately affecting those brought before it, but also it has had an awakening influence upon parents and children who might otherwise be indifferent. While its institution is only in its infancy, efforts are constantly being put forth to see that its provisions are strengthened wherever they may be weak. It is a law that is growing constantly in efficiency and in public favor.

The compulsory education laws in the western states are also in their beginnings. They are quite unsatisfactory as yet in many of their provisions. Sixteen weeks is entirely too short a period for the attendance at school of children between the ages of seven and fourteen years. When we think of the length of time that it took to start this in the central west, those interested in compulsory education feel that they have won a great victory in getting the small start that they have already obtained. In many communities the law is as yet a dead letter upon the statute books. Boards of education and the public must yet be educated to the necessity of paying for a truant officer to enforce the provisions of the law. In many communities, however, much good has been done. Where educational authorities become interested in the work they are able to unite their forces with the associated

charitable organizations of the community, the poor master and the juvenile court. Parents who have violated the law may be brought before the justice for trial, and if it develops that a child is not in attendance at school because of the inability to procure books, comfortable wearing apparel and nourishing food, the work of the charitable organizations or the poor master is at once enlisted. Boards of education will oftentimes furnish children with textbooks and supplies free of charge. Where educational authorities have taken hold of this matter in a strenuous manner there is very little violation of the compulsory education law. In communities, it is to be regretted, where there is a rapidly growing population which causes a lack of school facilities, or in communities where there is an indifference on the part of school authorities, there is a lamentable weakness in the enforcement of the law.

It frequently happens that children in the public schools are mentally defective. It also happens that there are at times children not in school that are afflicted in a like manner. The handling of these cases is the most difficult problem that faces those desirous of giving every child a training for each talent which he may possess. Provision is made by all of the western states for the care of such children. Institutions for the mentally defective are supported by public taxation. Heretofore there has been a strong prejudice against sending children to these institutions, because of the feeling of disgrace and because of the reluctance of parents to be separated from their children. This, however, to a certain extent is subsiding. The great difficulty at present is that the schools are not large enough to admit all of those who are applying for admittance. In Iowa at the present time there is needed a larger institution or a new institution for the handling of mentally defective children. There are at present many on the waiting list.

In all of the so-called reform or industrial schools, and in all of the schools for mental defectives, great improvements have been instituted. The state reform schools for boys and those for girls are no longer conducted as prisons or places of detainment. The indeterminate sentence is passed upon them. The boys and girls are educated along industrial lines. The boys are taught trades; the girls are educated in domestic science. More and more they are taught to be responsible beings and to possess self-respect. More and more the ideas of prison discipline and methods are abandoned. Many an individual has become a good member of society through their agency. The great social wrong with these institutions is that those who enter must almost become criminals before they can enter.

Social work in the central west is advancing. At present there are relatively few wealthy men to whom appeals can be made for philanthropic needs, but philanthropy seems to be somewhat social in its tendencies, and the people are coming to tax themselves for its operations.<sup>1</sup>

<sup>1</sup> Contributed by Elmer L. Coffeen. Marshalltown, Iowa.

**The Inter-Municipal Research Committee.** Does the opportunity exist in American cities for trained women to do scientific and practical work for women along social and economic lines? This is the question which the Research Committee, in a modest way, is trying to answer, and in its answer, if affirmative, lies not only an inspiration for women to enter these fields, but an opportunity for women, whether of the leisure class, housewives or working women, to place their efforts upon an entirely rational, commonsense and thoroughly intelligent plane.

The Inter-Municipal Research Committee represents the Woman's Educational and Industrial Union, of Boston, with Mrs. Kehew, its president, as chairman of the committee; the Woman's Municipal League, of New York, with Miss Chanler, its president, as representative; the Public Education Association, of Washington, with Mrs. Gitterman, its president. These three organizations have research departments which carry on the studies of the central committee. In Philadelphia a new organization has been formed—the Philadelphia Research and Protective Association—to carry on the work, with Mrs. W. F. Hamilton as representative. Aside from the organizations representing the cities which support the work of the committee, national organizations carrying on studies along similar lines may affiliate. Under this arrangement the Council of Jewish Women, represented by Miss Sadie American, and the College Settlements Association, represented by Mrs. Arthur Scribner, have united in the work. These organizations represent many thousands of women. The committee requires that the investigation of certain subjects, upon which it agrees each year, shall be carried out simultaneously in each city by the same methods and according to the same prescribed schedules. In addition to this, the research departments of each organization in the various cities gather the facts needed for their work and undertake such additional studies for other organizations or independently, as their finances will permit. Each city organization supports all the local work financially, and the amount necessary to pay the expenses of the Inter-Municipal Research Committee is equally divided among the organizations or raised by independent subscription. The fields of study selected by the Inter-Municipal Research Committee to be investigated simultaneously in the cities are the unemployed and domestic workers, these being the two subjects upon which there is the least, as well as the most inaccurate, data.

Whatever advantages the Research Committee possesses over other women's organizations must be found in its viewpoint of the entire situation and in the fields which it has chosen for the investigations, which are to demonstrate the worth of the principles underlying this viewpoint. These may be placed in two groups: its conception of what social or municipal research means, and its methods of selecting and using the results of its research.

There is among college students what may be called a fad for sociological investigation. The student who visits half a dozen laundries in order to write a newspaper story; the student who becomes a servant in order to gain notoriety by publishing a book on domestic service; the student who

comes over in the steerage and writes a treatise on immigration; the women who work in factories and then write of the lives of working women, are not doing research work, however much value their experiences may have for society. Research implies the thorough and approximately complete *study* of a subject, or some phase of it. Experiences are not research, and these careless, inaccurate, so-called studies should not be confounded with research work.

Research, for the most part, has until very recently been confined largely to the province of the institutions of learning. The primary object of the student conducting the research has been the development and standing which he or she has gained as a student, and the publication of the results of the research in a thesis. The student's work has ordinarily stopped with the thesis, the particular subject has been dropped or the student has taken a salaried position, more often as an administrative officer. The Research Committee aims to do two things: first, to carry the students' activities into the realm of the social and economic problems of the city, and, secondly, to require that for every group of conditions which is studied thoroughly and accurately the same student shall construct social betterment plans, and shall assist in obtaining and carrying out the remedies, which must be thoroughly practicable. In other words, the results of the investigation are not hidden in some obscure thesis, or in the musty archives of libraries, where legislators, business men and others who need the knowledge cannot find time to look. Only a short time since students doing research work thought it would injure their standing for scientific work to have their publications appear in newspapers and popular magazines or in any publication other than technical journals. Indeed, it is still true that publications are often considered unscientific unless interspersed with many and elaborate tables. The Research Committee in no way discourages these, but it also encourages the student so to state his facts that the average legislator, politician and business man can and will use them. It accomplishes this result in two ways: It offers fellowships to both men and women, requiring that they be resident in a university situated in one of the cities in which it has branches. Or the student may have a graduate fellowship and do social betterment work. One of the fellows this year at the University of Pennsylvania has charge of the boys' clubs at a settlement, and lives in the neighborhood which he is studying.

But the results of these investigations are put into daily use. If in the course of investigation violations of tenement house laws are found, the facts of each violation are carefully prepared and sent to the officer charged with the enforcement of that law. If no answer is received, the place is again investigated, and a second report made. If there is failure again, the record, with his failure to report, is sent to his superior officer, and other organizations are furnished with the facts. This is patiently and systematically done in all of the fields in which this committee works. Where it is necessary to prepare and bring cases, as in violations of the employment agency laws, the student, after reporting the individual violation, continues the collection of

aggregate facts, and a specialist or trained investigator is put on the case to secure legal evidence and, if necessary, be a witness. The student, through his daily touch with the people, who can remedy conditions thus puts his knowledge to the use of the city; and this does not interfere with its use in publications, which will help those in other communities. When students who conduct research under these conditions must seek a livelihood later, they are already imbued with the social service spirit, and are a gain to any community in which they go to live. The Research Committee, then, trains in this work, besides giving the results to the community.

The work of the Inter-Municipal Research Committee is primarily women's work for women. It includes a study of the conditions for men in so far as they are a part of the field of the unemployed and domestic workers. But the practical protective measures are chiefly for women. The Research Committee believes that certain definite principles must more thoroughly dominate women's work for social betterment before it can become trustworthy and achieve the standing of the same work done by men. Upon this standing depends the use which the public makes of it. This committee does not for a moment believe that it is the originator or the sole possessor of any one of these ideals of work. Every woman's organization working along social and economic lines has some, if not all, of them. But it does believe that this combination will raise the standards of all women's research, as well as of practical work; that it will encourage the endorsement or adoption of these principles, and that it will become a clearing house for the crystalization of the results of women's work, as well as an inspiration and help for small struggling groups who wish to do social work and cannot see the light. With all the splendid work which women's organizations are doing, there is still a great percentage of unsystematic effort, a wide margin of duplication, and a considerable portion of waste. Women's work is not different in principle from men's, but there is greater need among women for training, mental and physical, and there must be advised adaptability; there is much leisure to be utilized, and many personalities and preferences to be moulded into a social consciousness. The more active and communistic life of man has given him a broader foundation for his social service work, a work which is at last open to women. They must construct an equally firm foundation if their work is to be well done, though it may differ in many essentials, because of their duties as home-makers and mothers. The ideals which this Research Committee has of women's work are consistent with the ideals which home-makers and mothers, as well as business women, may hold. These ideals or principles, are briefly these:

That as endorsers of movements, or as students, or as practical workers, women should understand the basic conditions before they go into civic work. At the present time faddists and theorists, exaggerators of social and economic conditions, and hobby-riders, often secure hearings before clubs and other organizations and individuals, and even secure endorsements; and as a result many wildcat schemes of social improvement are started which not only result in financial disaster, but which block social progress in that direction.



This committee by its corps of fellows and trained investigators, and its carefully-gathered material on various subjects, which is placed unreservedly with out charge at the disposal of interested persons, gives at least the opportunity for women to be well informed. This year six domestic training school plans, involving the expenditure of thousands of dollars, have been advised upon. The records of some fifty training schools in the country, showing their plans, success, reasons for failure, and their relation to other schools, have at least enabled the promoters to decide intelligently. When the committee does not possess the required data, it will plan the required details of investigation, and secure the necessary information, the only requirement being that the individual or organization shall pay for the actual cost of such investigation, without any commission whatever to the committee. It does ask to keep a duplicate copy of the investigation that it may be of service to others wishing to start similar lines of investigative work. It will not undertake any investigation for any individual unless the object of the investigation is social or community benefit, and no financial inducement can be offered to utilize its work for purely individual needs. The committee was recently asked by a lawyer to ascertain a certain definite fact which was essential to winning a case involving a large sum of money, because the possibilities of selling out were so great that he was afraid to trust a detective. The committee felt obliged to refuse this investigation, because its end was the gain of one individual or family. When research work is taken up with a view to benefiting the community, many persons confuse investigation with detection. The essential principle of any investigation is to go with an open mind prepared to find and portray the good as well as the bad. The whole theory of detection is that a wrong has been committed and the offender must be found or convicted. They are not in fact, in method, or in the end desired, at all similar.

The Inter-Municipal Research Committee believes that work for social conditions should be organized. It urges that every woman should be affiliated with at least one organization which has for its object the betterment of the conditions of others than herself. It does not urge its own organization, but presents the plans and advantages of all lines of work. Interest in some one definite line of work will not interfere with other duties.

The work undertaken by the committee is educational in aim, philanthropic in spirit, and disinterested. In all lines of civic betterment, that of women is the most free from suspicion of political influence or pull and from graft. It is the absence of these which make women's work so successful. In New York, when the Woman's Municipal League took a bill to regulate employment agencies to Albany, the feeling was that it would not pass, as there were strong interests against it. The bill was supported entirely by women, and they had a record of every agency in New York City, setting forth its methods and character. The indisputability of the facts, and the freedom from political influence, caused the legislators to say: "I guess if the women want it, it's needed; there is nothing in it for them." Where the

conditions affect large numbers of women, the right spirit in their efforts may be more effective than the vote.

Perhaps the keystone of the work of the Inter-Municipal Research Committee is cooperation. It confines its efforts to gathering the facts; it does none of the administration work, which is detrimental to research. Its facts go through various channels, and in many instances the source is never known. In the short period of its work, it has seen the development of model employment agencies, immigrant homes, lodging houses, training schools, enforcement of laws by various city departments, all based upon its accurate facts and plans made by its students. It has placed many groups of facts before other organizations. Its aims are to avoid duplication of work and institutions, to start no new organizations or movements where there is one in the field which can adequately do the work, and to act as a clearing house of information and activity so that various organizations may know of the work of each other. The committee conducts no employment bureaus, operates no lodging houses, training schools or other enterprises, and receives no fees or compensation from such institutions, but refers all of its patrons to those which maintain the best standards. It is a clearing house where the public may ascertain the enterprises most worthy of patronage, possessing the best business methods and treating patrons in an honest, courteous way. So far as it knows, it is not in competition with any other organization.

The committee has secured the combination of the trained with the experienced worker. Its fellows and students, by a close association with the members of the organizations who are in daily contact with the field to be explored, make the work more practical than where the student is affiliated with organizations composed of teachers and students alone.

It may be of interest to give some illustrations of the benefit to the community, as the result of these principles, in the utilization of research work for the city. In 1903, after a thorough investigation of every agency in the cities, Boston improved its law, New York State passed an entirely new one, Philadelphia succeeded in getting one through the Legislature, but the Governor thought Philadelphia too good for such a drastic bill (though the recent exposé in the city has justified the bill), and Washington now has a bill in preparation. The local organizations took up the matter of enforcement, and in New York city alone about 150 complaints of violations were made last year. A Woman's Municipal League case usually draws this comment from the offender: "We are up against it this time—we will do the square thing." In New York this persistent work has been the means of organizing the best agencies into groups, and they are now working as hard for the enforcement of the law as they formerly worked against it. There are four groups of associations: the Italian agents, the theatrical agents, the Employment Agents' League, and the East Side Employment Agents' Protective Association, composed of immigrant agents. Each local organization of the Inter-Municipal Committee has every agent classified under the head of recommended, approved, or undesirable, and these lists are furnished to patrons who wish to know about agencies before patronizing them.

The Inter-Municipal Research Committee made a careful study of the conditions under which colored women were brought north, and found they were defrauded and misled by agents. Conditions in Virginia and other southern shipping places were studied through the co-operation of Hampton Institute, and the entire system for the first time clearly understood. There were no organizations to protect colored unemployed women, and in all four cities there have been started associations for the protection of negro women. These associations have placed agents at the docks who, in New York City and Philadelphia, assisted over 450 women to find honest places. Some needed financial aid to reach the places where work awaited them; others needed lodging; others work, and some only direction. Considering that many dishonest persons are waiting at the docks to exploit these workers, this seemingly unimportant matter of meeting a friendly adviser who can give directions becomes of very great importance.

In two cities, Brooklyn and Philadelphia, lodging houses have been started where these colored girls have been cared for. In Philadelphia one new employment agency with honest methods has resulted, and in Brooklyn the Young Women's Christian Association has started a training school. These have been the direct results of the facts gathered, and presented to interested groups of people.

In Philadelphia an investigation productive of good results has been completed and a similar investigation is being conducted in New York. The names and addresses of unmarried immigrant girls coming to this country within the past three years were taken from official records, and these girls were traced. It was found that 318 had been released to responsible persons and were doing well; 164 had disappeared entirely and had never been seen in the neighborhood where they were supposed to have gone; 10 were released to men who promised to marry them (and at the end of this time over two-thirds had failed to keep the promise); 32 to neighborhoods infested with disorderly houses, or directly to questionable places; and 17 to addresses which never had existed; 38 had been given to people who had falsely represented themselves as relatives. These results were presented to those interested in the protection of immigrant girls, and a friendly visitor is to be placed at the docks who will see that these girls find good lodging places, that they find work, learn English and have a friend during the time they need her most—their first six months in a strange city.

These are but illustrations of the practical results which follow accurate knowledge of the conditions.

The Research Committees are equally effective as engines to supply the power for the work of the various other committees of the organization.

The Woman's Municipal League of New York, as an illustration, has full machinery for effective work. When investigations reveal inadequate laws, its legislative committee prepares and supports desirable bills. When upon investigation of lodging houses violations of the tenement laws are found, the Tenement House Committee presents these to the department; and so on through all its various committees are found channels so that the actual

conditions find their way to the heads of departments and to the courts. The Research Department, during the recent campaign for Mr. Jerome, whom the League supported, found it possible at short notice so to adjust its machinery that it placed in the hands of the League information of Mr. Jerome's effective work for the protection of unemployed women, which was of direct value as material for the campaign for clean government.

In its active participation in municipal affairs the Inter-Municipal Committee has not lost sight of the educational work. "Out of Work," a study of employment agencies, is the first volume it has published. It publishes a Bulletin each month, giving the reports of the work in the various cities and articles of general interest on research work. A number of articles are contributed to the magazines.

It has in preparation a manual for the study of social problems. This is for the use of organizations, libraries and schools, and is a ready reference book on more than four hundred social subjects. For any one wishing to prepare a topic here will be found suggestions for its preparation and the best of references with a brief statement of their contents and point of view, so time need not be wasted on valueless references. The material is grouped thus: Problems affecting rural and urban life, the family, race groups, health, æsthetics, industrial problems, household economics, education, social work. The object of the committee in issuing this volume is to stimulate and direct thought to the mass of subjects which women who are taking an interest in civic affairs may profitably study.

Closely allied with this is the preparation of club programs on various subjects, which are sent upon request to clubs. In the course of the year about fifty lectures are given by students, fellows and others connected with the committee.

This year the committee is conducting a department for housewives and their helpers in the *Ladies' Home Journal*. The *Journal* reaches a great number of housewives and helpers throughout the country. It is a practical educational and correspondence department. During the year the committee carefully investigated and compiled directories of the best employment agencies and domestic training schools in the country, and the addresses of those agencies nearest the homes of any housewives or helpers are sent to them on request. The rights of patrons of employment agencies, under the various State laws, have been ascertained and are sent out, and also helpful advice as to the rights of housewives and helpers in the matter of wages, the giving of notice and references. This department is now giving this information in answer to about twenty-five inquiries daily. The department also has short articles upon vital household problems, and answers questions.

In addition to these investigations and movements carried on in the four cities, the committee is being called upon to help other cities. A club has asked it to investigate local agencies and outline some practical work, such as improving conditions or starting an agency. A second has asked to have its individual club members put to work in a systematic way on its city problems. A study of the sanitary conditions of laundries in one city was

carried out for a large city organization; and the committee has also been asked to gather information upon the vice problem, which is such a peril and menace to unemployed women, especially immigrants. It will be seen that upon each investigation some practical work is pending which involves expense and effort. This committee is ready to make any investigations which will improve the conditions or result in the protection of unemployed women, or will throw light upon the industrial problems of women.

In every city represented on the committee there is a bureau of information where the results of all the committee's investigations are placed on file for the use of the public. A secretary is in charge, to answer inquiries, to give addresses of good employment agencies, to furnish lists of lodging places for unemployed women, and to give information on all phases of household employment—experiments, proposed solutions, sources of labor supply, suggestions for club programs, and the literature of the household problem. Thus all information gathered by the committee is put to immediate practical use. It has a fund for the extension of its work to other cities, and Baltimore and Richmond are asking for some help in protecting the unemployed. As a result of conditions found in its studies of immigration the committee is urging a study of employment agencies throughout the United States, with a view to determining whether Federal employment centers are needed for the better distribution of laborers, especially immigrants; and the absence of any knowledge on this subject points to the realization of this plan.

The institutions of learning in the cities have readily extended co-operation. One fellow of the Philadelphia local branch and of the University of Pennsylvania, is studying the negro problem. Another fellow, a graduate of Harvard, is carrying on the same line of study in Boston. Another fellow, from the Boston School of Social Workers, and a fourth from the New York University Law School, are among the fellows of the Inter-Municipal Research Committee. With the colleges and the city administrations and social movements being brought closer together through these research intermediaries, there is every hope that college men and women will satisfactorily answer the question so often asked, especially by politicians and business men, Why are not college men and women more of a factor in our civic life? And can women's efforts be of real practical value to the community?<sup>1</sup>

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**Some Functions of a Society to Protect Children from Cruelty.** The name of any social institution will give slight idea of what work it is really doing. The actual activities of the organization are determined chiefly by three factors, the attitude of the Board of Directors, the training and ability of the executive officers, and the moral and financial support of the community in which it is located.

A Society to Protect Children from Cruelty occupies an unusual and to a certain extent an anomalous position in a community. In some states, for

<sup>1</sup> Contributed by Miss Francis A. Kellor.

instance New York, it has been decided by the courts not to be a charity, and this fact furnishes great pleasure to some secretaries. Its officers are often police officers, but this is not essential, although it always has close relations with the Police Department of a city. Where it does not have charge of the entire work of the Juvenile Court, in undertaking to see that children are given suitable care, physical, mental, and moral, and are not neglected in any of these particulars by drunken or indifferent parents or custodians, it assumes the most important function of the Juvenile Court, the preventive function which incessantly emphasizes parental responsibility and the principle of contributory delinquency.

A Society to Protect Children from Cruelty may mean an organization which voluntarily waits until complaints reach its officers of a specific and flagrant violation of any statute relating to the care and treatment of minor children. The law is then invoked, and the child is removed from the control of its parents or custodians. It may be placed in an institution or it may be given the advantages of life in a private family in the country. If any offense has been committed against the child the officers secure evidence—sometimes a most difficult task, little appreciated by those who do not realize how the name “cruelty” shuts the mouths and dulls the memory of all except the best friends of children,—and the offender is prosecuted. In so far the action of the officers of the society is purely police. For this work of prosecution good police officers or detectives without social training should prove efficient.

As long as this is the only method of dealing with cruelty and neglect there will unquestionably be plenty of this sort of work to do. The society may assume further police duties,—moral police duties, if we may classify a little more exactly,—and investigate all applications for permission to appear in theatrical performances or determine whether a specific play is injurious to morals of minors under eighteen when unaccompanied by parents or guardians. It may share the responsibility of the Board of Health and investigate applications for licenses to board infants, investigating also the moral qualifications of the applicants.

A rational conception of the sphere of a Society to Protect Children from Cruelty gives a wide scope for its activities. Such a sphere is designated in the charter of the Pennsylvania Society to Protect Children from Cruelty, the second article of which we print verbatim:

“Article II. The purposes of the society are to provide effective means for the prevention of cruelty to children throughout the State of Pennsylvania and for the enforcement of all laws heretofore and hereafter enacted for the protection of children, and to purchase, print, publish, and circulate such tracts and books as are fitted to promote the objects of the society.”

The purpose furnishes a most attractive program. It involves:

1. A careful study of all conditions affecting childlife, of the causes immediate or remote which tend to demoralize or even to hamper the fullest and most harmonious development of the child. The following comprehensive definition given in the rules of the Liverpool Society for the Prevention of

Cruelty to Children should find wider acceptance in our own states. Cruelty shall include: (a) All treatment or conduct by which physical pain is wrongfully, needlessly or excessively inflicted, or (b) by which life or limb or health is wrongfully endangered or sacrificed; or (c) by which morals are imperilled or depraved; (d) all neglect to provide such reasonable food, clothing, shelter, protection and care as the life and well-being of a child require; (e) the exposure of children during unreasonable hours or inclement weather, as peddlers or hawkers, or otherwise; (f) their employment in unwholesome, degrading, unlawful or immoral callings (g) or any employment by which the powers of children are overtaxed, or their hours of labor unreasonably prolonged; and (h) the employment of children as mendicants, or the failure to restrain them from vagrancy or begging.

2. A concerted effort to remove all causes inimical to the child's welfare.

In studying the causes of cruelty and neglect of parents the sincere investigator cannot be satisfied with "drink" alone, the common and most easily assigned cause, but must recognize bad housing, lack of intellectual resources and recreation as predisposing men and women to drunkenness and neglect. It is not exclusively the work of such a society to agitate for better housing conditions or for a rehabilitation of a primitive school system, but it must take an intelligent and aggressive part in such efforts, realizing the futility of much of its work under existing conditions in these respects. The extents and results of child labor, the results upon the children of performing in theatres, no matter what the nature of the performance; the evils attending street trading by minors; the horrors of unregulated baby farms; lying-in hospitals and midwifery; the danger of permitting young children to attend theatres of a low grade—all these and many other similar subjects of inquiry are pre-eminently the function of a society whose aim is to secure a chance for a wholesome life for every child within the sphere of its influence. The effort to remove causes of injury to childhood may be prosecuted in various ways. Thus the Society to Protect Children from Cruelty may in conjunction with a city department investigate applications for baby farms and inspect the institutions when licensed.

It may investigate applications for permission to have children perform in theatres and applications for licenses for children to engage in street trading, and do so in all three cases only when it is distinctly a temporary arrangement, and every effort is made to force the public authorities to assume their full responsibility. The society has an urgent duty to expose inefficiency in enforcing the compulsory education law.

It is not helping matters, however, but usually simply hindering progress, when it assumes permanently functions which belong entirely to public authorities. When we have proper Board of Health regulations, suitable tenement house regulation and inspection, and a rational system of policing, with an effective school system, much of the present demand for a Society to Protect Children from Cruelty will have passed away.

The method of dealing with neglect of children in individual families raises a difficult question. Granted that parents drink and neglect the chil-

dren, or are immoral, shall the society exert its police power at once to the extent of arresting parents and removing children or shall its potential police authority be held in abeyance temporarily, and the parents be warned and instructed as to the proper care of their children and be placed under strict supervision. The latter method is by far the more humane, though the former ironclad method has been more generally used by the New York Society to Protect Children from Cruelty with the result, to quote Mr. Homer Folks (D. D. and N. Children) that by placing children in institutions "they practically control the lives of an average number of about 15,000 children and an average annual expenditure for their support of about one and a half million dollars." The sanction of economy as well as humanity favors the method of giving parents an opportunity to redeem themselves when they at once begin an improvement and when the children's interests are not impaired thereby, this will require a much larger force of agents, men and women, than any Society to Protect Children from Cruelty has in proportion to the number of families with whom it deals. No agent can effectively help over one hundred and fifty families a year continuously, and would accomplish better results by far with a hundred families. It is not germane to the subject to discuss the comparative merits of paying probation officers by public or private funds. The writer's preference is for payment by public funds, as soon as that can be achieved. To accomplish the best results in this work of rehabilitating families, however, the probation officer must have a large measure of tact, sympathy, intelligence and finesse and be well trained not only in the law, but in the psychology of childhood, the best methods of work with children, and general social effort.

By these measures the Society to Protect Children from Cruelty may be one of the greatest factors in the prevention of crime, not merely by removing children from vice but by removing, through the exercise of its police powers, the whole family and re-establishing it in a new neighborhood, where the influences shall be uplifting to parents and children alike. This double service is one of the greatest society can perform, and when a sufficient number of thoroughly competent agents and proper co-ordination can be secured for this task the ridiculous travesty of hauling parents before the courts, summarily removing their children and placing them in ill-appointed institutions, whose blight will never be effaced,—this travesty on protection from cruelty will be reduced to a minimum. The Society to Protect Children from Cruelty will then be working with the most important institution to protect children from cruelty—the family.<sup>3</sup>

<sup>3</sup> Contributed by Benjamin T. Marsh, Secretary of the Pennsylvania Society to Protect Children from Cruelty.